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Government of Alberta Support Plan For Dangerous Goods Incidents

Alberta
PUBLIC SAFETY SERVICES

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GOVERNMENT OF ALBERTA SUPPORT PLAN FOR DANGEROUS GOODS INCIDENTS

Raymond A Speaker

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Minister
Alberta Public Safety Services

May 1, 1991
Date

FOREWORD

Thousands of tonnes of dangerous goods are used or transported daily throughout Alberta which present inherent risks to the residents of this province. To protect public safety and the environment, it is important that the industrial operator, private citizen, the municipality and the provincial government take responsible measures to reduce hazards and respond quickly and effectively should a dangerous goods incident occur.

It is recognized that municipalities have individual municipal emergency plans and will provide initial response to a dangerous goods incident. It is also recognized, however, that this type of incident requires special training, equipment and knowledge which may not be readily available in some municipalities and that assistance from the province may be required.

This plan is designed to explain how the Alberta Government will respond to a dangerous goods incident anywhere in Alberta to assist the industrial operator and the local municipality in bringing the incident under control as safely and as quickly as possible.

GOVERNMENT OF ALBERTA
SUPPORT PLAN
FOR DANGEROUS GOODS INCIDENTS

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GOVERNMENT OF ALBERTA
SUPPORT PLAN
FOR
DANGEROUS GOODS INCIDENTS

PURPOSE

The purpose of this plan is to explain how provincial emergency resources will respond in support of municipal operations during dangerous goods incidents. It identifies municipal, provincial and federal responsibilities and capabilities intended to minimize the impact on life, health, the environment and property caused by the release or potential release of dangerous goods materials.

AUTHORITY

This plan is approved by the Minister, Alberta Public Safety Services under the authority of the Public Safety Services Act.

GENERAL

Each government department and agency has established procedures separate from this plan that detail how they will respond within their legislated areas of responsibility. In the event of any conflict between this plan and existing Government Acts or Regulations, those Acts or Regulations take precedence.

INTERPRETATION

For the purposes of this plan:

Dangerous Goods Incident means any incident involving a product, substance or organism which requires the attendance of emergency response personnel in order to mitigate an adverse impact on life, health, property or the environment. This plan does not apply to sour gas emissions which are covered under the Government of Alberta Emergency Response Plan for a Sour Gas Release.

Local Authority means:

1. the council of a city, town, village, summer village, county or municipal district;
2. the board of administrators of a new town;
3. in the case of an improvement district or special area, the Minister of Municipal Affairs or delegate;
4. the Park Superintendent of a national park or delegate.

Municipality means the area comprising a city, town, new town, village, summer village, county, municipal district, improvement district or special area and includes the area comprising federal lands where an agreement is entered into with the Government of Canada under section 6(b) of the Public Safety Services Act.

Municipal Emergency Plan means those emergency plans prepared by a Local Authority pursuant to Section 8(g) of the Public Safety Services Act.

NOTIFICATION

There is no legislated requirement for municipalities to report incidents, however they are encouraged to notify Alberta Public Safety Services or Alberta Environment when a dangerous goods incident occurs in their jurisdiction.

SCOPE

It is essential that a rapid, knowledgeable response to a dangerous goods incident takes place to mitigate any effects on the public or the environment. The initial on-site response will be provided by local emergency response services of the municipality in whose jurisdiction the dangerous goods incident has occurred. This plan applies generally to transportation related dangerous goods incidents to which a municipality has provided the initial emergency response services. Incidents occurring at industrial plants or facilities are normally managed and controlled by the operator with assistance as necessary provided by the local municipality and appropriate government departments.

If response to the dangerous goods incident is beyond the capability of municipal resources the Local Authority or delegate may request assistance from the provincial government and this plan will then be implemented. On-site control and response co-ordination will remain the responsibility of the municipality.

An emergency operations centre may be established as described in the municipal emergency plan. If necessary, the Government Emergency Operations Centre will also be activated by Alberta Public Safety Services.

IMPLEMENTATION

This plan will be implemented in part or in whole by Alberta Public Safety Services, as follows:

Level I Dangerous Occurrence;

A Level I incident is an incident in which the municipality has the capability to manage and control the incident utilizing their own resources and expertise. These incidents are normally attended by APSS and Alberta Environment to provide on-site liaison and assistance as required.

Level II Dangerous Occurrence:

A Level II incident is an incident that is beyond the control and capability of the municipality and the Local Authority has officially requested provincial assistance. This plan will then be implemented and appropriate government departments or agency personnel will respond in accordance with this plan to the on scene command post and the emergency operations centre established by the Local Authority.

Level III Dangerous Occurrence:

A Level III incident is an incident that has the potential to effect a large segment of the population and requires additional government support to co-ordinate those activities which are impractical to manage at the municipal emergency operations centre. The Government Emergency Operations Centre will be activated and manned by participating government agencies as required, in addition to providing resources at the Level II response.

CONCEPT

The response should proceed as follows:

1. Alberta Public Safety Services will be notified of the incident by the police or other means;

2. Alberta Public Safety Services will confirm incident specifics with the municipality and provide appropriate immediate emergency response information. Confirmation will be made with Alberta Environment to ensure they are aware of the incident.

3. A Level I incident will require the continued involvement of Alberta Public Safety Services, Alberta Environment and possibly the minor involvement of other departments and agencies. The response by these other departments or agencies will normally be conducted from existing offices.

4. Alberta Public Safety Services will determine the shipper or carrier involved with the incident, ensure the head office is notified and that their emergency response team(s), if applicable, is alerted.

5. Following the initial emergency response and on-site assessment, the municipal authority in consultation with the industrial operator, Alberta Public Safety Services, Alberta Environment and other departments and agencies as appropriate, will determine the extent of the response that will be required to deal effectively with the emergency.

6. If the response to a dangerous goods incident is beyond the capability of municipal resources, the local authority may request Government of Alberta assistance. Alberta Public Safety Services will then direct that this plan be implemented and request the municipality to establish an emergency operations centre. It is assumed that the municipality will have set up an on-site command post.

7. Alberta Public Safety Services will contact the appropriate government departments or agencies, advise them of the situation and request implementation of their dangerous goods incident plan.

8. Departmental representatives will provide municipal officials with the support required.

9. Communications will be established between the on-site command post and the emergency operations centre. The emergency operations centre will be the main source of government communication to and from the public including; health and environmental risks, road closures and other public safety concerns.

10. If the situation escalates requiring additional government support, Alberta Public Safety Services will activate the Government Emergency Operations Centre to co-ordinate those activities which are impractical to manage at the emergency operations centre.

GENERAL RESPONSIBILITIES

1. Municipalities

The municipal response set out in the municipal emergency plan should include arrangements and procedures for:

a) in consultation with the industrial operator, implementing the initial local emergency response, i.e., securing the emergency site, taking appropriate emergency action or seeking additional information and/or advice on how to deal with the dangerous goods;

b) reporting dangerous goods incidents in accordance with established provincial procedures (see Annex D);

c) controlling and co-ordinating the emergency response and other supporting emergency services personnel including setting up an on-site command post;

d) informing, warning and instructing their citizens of the emergency, including the use of the media for these purposes;

e) implementing Mutual Aid Agreements with neighbouring municipalities if required;

f) maintaining contact with other authorities who may provide expertise to enhance prompt decision-making by municipal authorities;

2. Government of Alberta

The province is responsible for:

a) advising and assisting municipal authorities in implementing their emergency plan;

b) ensuring that the industrial operator's head office is aware of the incident and that the emergency response team(s) has been dispatched.

c) informing the public and media in conjunction with local authorities and other involved agencies;

d) providing or arranging for the provision of on and off-site monitoring and evaluation of the threat;

e) ensuring that specialist advice, equipment, manpower and assistance with road closures are provided;

f) advising on the safe removal of dangerous goods and post event clean-up standards;

g) facilitating the implementation of mutual aid agreements with neighbouring municipalities;

h) safety and health standards of workers involved in such situations;

i) providing liaison with federal and other outside agencies;

j) investigation of incident.

Specific Department and Agency responsibilities are listed at Annex G.

3. Government of Canada

To effectively co-ordinate requests for federal government assistance all requests shall be directed to Alberta Public Safety Services for transmission to the Regional Director, Emergency Preparedness Canada (EPC).

Transport Canada Information and Emergency Centre (CANUTEC), provides additional technical information on dangerous goods and communication links to international agencies;

Atmospheric Environmental Service will provide specialized weather reports/forecasts as requested by the on-scene Manager or emergency operations centre.

ALERTING

Alberta Public Safety Services may be informed of a dangerous goods incident from a number of sources. After confirming the information and ensuring that the local authority's response has been activated, Alberta Public Safety Services will then notify Alberta Environment and alert all other departments, boards, agencies and crown corporations who may be involved. These may include:

1. Transportation and Utilities;

2. Alberta Health - (Environmental Health);

3. Occupational Health and Safety;

4. Energy Resources Conservation Board;

5. Agriculture;

6. Solicitor General;

7. Other municipalities who may be affected by the emergency;

8. Any other organizations which may have a role to play or which could otherwise be affected. (e.g. Indian Reserves, CANUTEC, private industry)

PUBLIC ADVISORY

Whenever information indicates that a health threat or potential loss of life threat exists the emergency operations centre/on-scene Manager will ensure that the public threatened or potentially threatened is advised.

ROAD CLOSURES

1. Temporary Traffic Stoppage

An unscheduled temporary stoppage of traffic may be required if life is at risk, for the purpose of recovering crashed vehicles or securing a roadway hazard. In this case, the police service on their own initiative, may put in place traffic stoppage procedures. If free traffic movement will be curtailed for more than one hour; implementing a road closure shall be considered.

2. Road Closure

The decision regarding road closure is complex and difficult. Factors to be considered may include site location, the hazard, availability of recovery equipment and personnel and alternate routing options. At all times public safety should be the prime consideration.

The decision on road closure, closure times, points of closure and re-opening shall be made on a consultative basis between the Local Authority, Transportation and Utilities, the police service, Alberta Environment and Alberta Public Safety Services. If the emergency operations centre has not been activated, the initial decision to close the road will be made on-site. Thereafter, further decisions regarding road closure will be made from the emergency operations centre.

Legislative authority for Road Closure is detailed in Annex E.

EVACUATION

Evacuation of the public will depend primarily on the dangerous goods involved, prevailing atmospheric conditions and expected duration of the release. In-place sheltering may be a viable option if the release is of short duration or if there is a strong wind.

The local police service will be responsible for immediate, urgent evacuation on their own initiative or advice from the industrial representative, Alberta Public Safety Services, Alberta Health or Alberta Environment. Once the emergency operations centre is established, further evacuation would take place as recommended by the emergency operations centre and evacuation will be in accordance with the municipal plan. Evacuation advice will be in one of three general categories:

1. Voluntary - when there may be a health effect to people who experience increasing difficulty due to the presence of dangerous goods.
2. Urgent - Evacuation will be urgently advised if the chemical properties of the released product could have an adverse effect on the public.
3. Mandatory - If a Local State of Emergency or a State of Emergency has been declared, mandatory evacuation may be ordered.

EVACUEE RECEPTION

Alberta Public Safety Services will alert those municipalities designated for reception of evacuees and will co-ordinate reception arrangements, where necessary.

SECURITY

Control and Security of the site and evacuated areas will be the responsibility of the local police service and the Local Authority as stated in the municipal plan.

COMMUNICATIONS

1. Emergency Operations Centre

   The telephone will be the primary means of communication supported by hard copy capability as required. AGT Ltd. will be tasked to provide additional telephones if required. Communications to the site will be through the municipal radio system, and/or through aurora or cellular telephones.

2. On Scene

   Communications at the scene will be provided through the municipal radio system and may be complemented by the RCMP network, the Transportation and Utilities network or through Alberta Public Safety Services Dangerous Goods Inspectors. If additional communications are required, APSS will co-ordinate the provision of aurora or cellular telephones through AGT Ltd.

REPORTS

A post-incident critique with all participating departments and agencies may be conducted and a final report on the incident prepared.

REVIEW AND AMENDMENT

Alberta Public Safety Services is responsible for co-ordinating the review of this plan on an annual basis and updating or amending it as necessary. An amendment record is located on the inside back cover of the plan.

Annex A to Government of Alberta
Support Plan for
Dangerous Goods Incidents

EMERGENCY RESPONSE ORGANIZATION

ON-SITE COMMAND POST

- Local Authority
- Industry Representative
- Police
- Environment
- Transportation and Utilities
- Occupational Health and Safety
- Public Safety Services -
- Special Response Team(s)

EMERGENCY OPERATIONS CENTRE

- Local Authority
- Health
- Environment
- Transportation and Utilities
- Public Affairs Bureau
- Public Safety Services
- Other Government Departments as required.
- Industrial Representative
- Police

Annex B to Government of Alberta
Support Plan for
Dangerous Goods Incidents

COMMAND AND CONTROL FUNCTIONS

ON-SITE COMMAND POST

The local authority will appoint a site commander who may establish a site command post near the actual scene in order to manage response and control procedures. Government of Alberta representatives at the scene may undertake the following support functions:

1. Technical information and advice on the dangerous goods involved;
2. Advice and assistance on road closures;
3. Advice and assistance if required, on warnings to, or evacuation of local residents;
4. Air monitoring and other environmental impact concerns;
5. Provision of specialized equipment and response personnel;
6. Ensuring the health and safety of workers at the site;
7. Provide enhanced communications capability;
8. Monitor site clean-up and restoration;
9. Provide situation reports to the emergency operations centre.

EMERGENCY OPERATIONS CENTRE

1. Provide support to on-site personnel;
2. Provide support to local authorities;
3. Release of information to the media and public;
4. Provide situation reports to the Government of Alberta.

Annex B to Government of Alberta
Support Plan for
Dangerous Goods Incidents

GOVERNMENT EMERGENCY OPERATIONS CENTRE

1. Co-ordinate Government of Alberta support to the emergency operations centre;

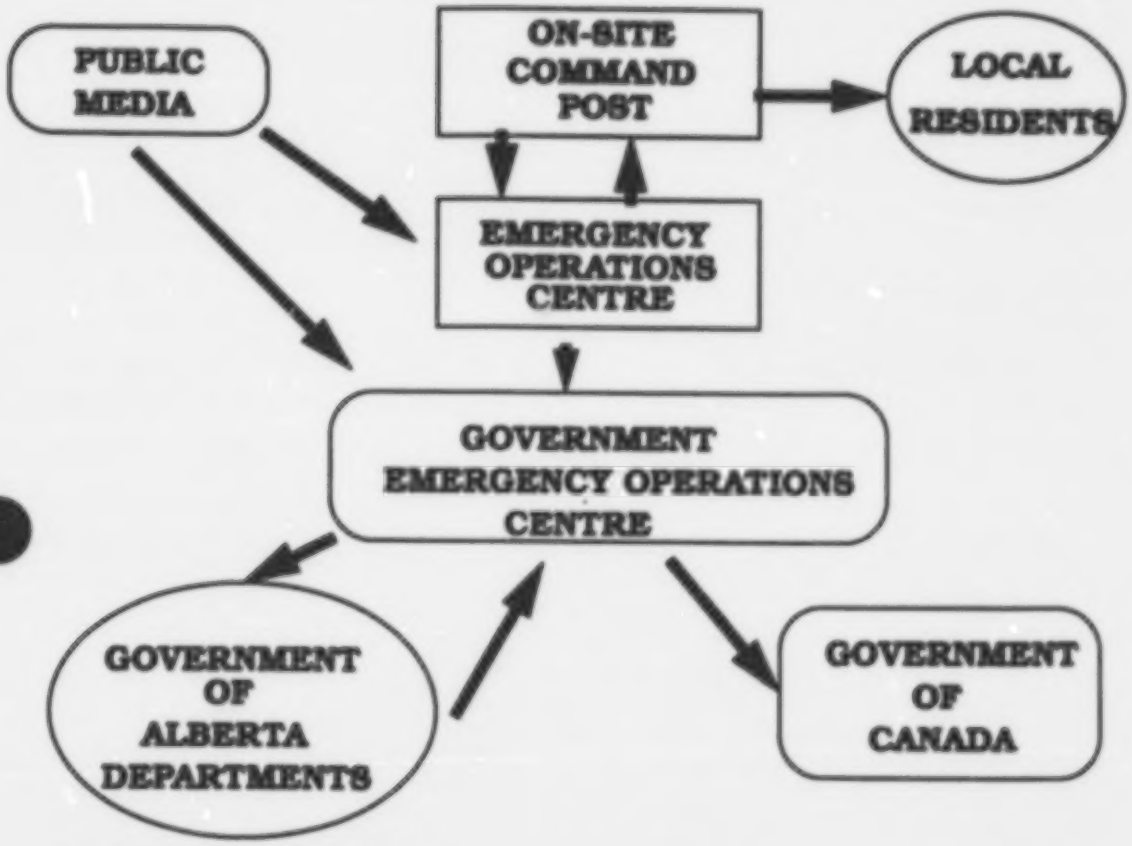
2. Arrange for resources of the Government of Canada, if required, to support emergency operations;

3. Process situation reports to and from the emergency operations centre;

4. Assume and exercise control of the response (government, municipal, industrial) upon the declaration of a State of Emergency by the Lieutenant Governor-in-Council.

Annex C to Government of Alberta
Support Plan for
Dangerous Goods Incidents

EMERGENCY INFORMATION FLOW



PUBLIC INFORMATION

The management and release of information to the media and the public will be co-ordinated by municipal and provincial government communications staff at the emergency operations centre. If necessary, a public inquiry centre will be established at the emergency operations centre to respond to queries from the media and public.

Emergency operations communications staff will be responsible for:

1. a) gathering and analyzing incoming information, and preparing and co-ordinating outgoing information regarding the status of the emergency;

   b) providing information necessary to protect those people who are most directly affected by the incident.

2. Providing useful information is directly dependent on the accuracy, relevance of and timeliness of the information being received from emergency operations centre and on-site command post personnel. This information must then be:

   a) released from a central location (emergency operations centre), where it can be co-ordinated, verified and updated;

   b) provided in a positive manner that reduces anxiety.

Annex D to Government of Alberta
Support Plan for
Dangerous Goods Incidents

REPORTING PROCEDURES FOR DANGEROUS GOODS INCIDENTS

1. Initial notification of all dangerous goods incident should be made to the police or other local emergency response services, who should ensure that the Local Authority, Alberta Public Safety Services and Alberta Environment have been advised:

   a) Alberta Public Safety Services - 1-800-272-9600;
   - 422-9600 (Edmonton Area)

   b) Alberta Environment - 1-800-222-6514.

2. The reporting source should be prepared to provide as much of the following information as possible:
   a) name of reporting agency (individual) and return call number;
   b) location of accident or incident;
   c) time of accident or incident;
   d) name and quantity of dangerous goods involved;
   e) name of manufacturer of the dangerous goods;
   f) name of shipper and/or carrier;
   g) action already taken and/or being taken;
   h) wind direction and speed (approximation);
   i) air temperature (approximation);
   j) local site demographics;
   k) injuries and/or fatalities.

3. Initial notification may be made to a number of agencies who in turn should ensure that Alberta Public Safety Services is notified so that this plan is implemented.

Annex E to Government of Alberta
Support Plan for
Dangerous Goods Incidents

ROAD CLOSURE LEGISLATIVE AUTHORITY

1. Closure of roads/highways:

   a) Cities;

   Authority over roads/streets and highways are fully delegated to cities under Municipal Government Act (Section 172) and the Public Highways Development Act (Section 5 and 22). Except those highways where direction, control, and management has remained with, or reverted to, the province, as provided for in the Public Highways Development Act (Section 19 (c)).

   b) Primary Highways (Outside Cities);

   All primary highways are subject to direction, control, and management of the Minister of Transportation and Utilities. This department is authorized to temporarily close highways for construction or maintenance purposes. (Section 4, 19, 24, and 46 of the Public Highways Development Act). This authority is not transferable.

   The Minister is responsible for administration of all highways (Department of Transportation and Utilities Act (Section 6)).

   c) Secondary Highways and Local Roads;

   (1) Improvement Districts

   Department of Transportation and Utilities is the road authority (Sections 1 (s, t), 19 (a), and 46 of the Public Highways Development Act).

   (2) Other Municipalities (Counties, Municipal Districts, Towns, Villages). Jurisdiction transferred to the local municipality (Municipal Government Act (Section 172 (3)).

   (3) 900 Series Secondary Highways

   Department of Transportation and Utilities is the road authority (Section 19 (e) of the Public Highways Development Act).

   d. Under the Fatalities Inquiries Act (Section 22 (1) (c)), the Medical Examiner or investigator (police) are authorized to secure the site (road) for up to 48 hours or longer if the Chief Medical Examiner so authorizes. This authority can only be exercised if there are fatalities involved.

Annex F to Government of Alberta
Support Plan for
Dangerous Goods Incidents

MUNICIPAL EMERGENCY PLAN

The Public Safety Services Act requires the Local Authority of each municipality to be responsible for emergency planning and for the direction and control of emergency response. In the province 327 municipalities have emergency plans in place which are jointly reviewed on a regular basis with Alberta Public Safety Services field staff.

Emergency plans vary depending on the circumstances of each community, however they generally deal with the following:

- Authority for the Plan
- Implementation
- Direction and Control
- Organization and Functions
- Taskings
- Communications
- Transportation
- Health Units
- Hazard Analysis
- Hospital and Ambulance
- Police
- Fire Services
- Public Works
- Social Services
- Evacuation and Reception

The municipality plays the major role in the notification and evacuation of people.

Plans are held in municipal offices and will be readily available in the emergency operations centre.

Annex G to Government of Alberta
Support Plan for
Dangerous Goods Incidents

GOVERNMENT OF ALBERTA RESPONSIBILITIES FOR SUPPORT SERVICES TO DANGEROUS GOODS INCIDENTS

The following sets forth the responsibilities of various Government of Alberta departments, boards, and agencies for providing support services to emergency operations in a dangerous goods incident.

ENVIRONMENT

- protection of the environment;
- when necessary, conduct investigations under appropriate environmental legislation;
- provide available hazard information to local authorities;
- recommend appropriate spill control, containment and clean-up procedures;
- establish clean-up criteria;
- determine the extent and nature of the environmental damage;
- evaluate the adequacy of clean-up and disposal efforts;
- provide water, air and land pollution monitoring and reporting service;
- laboratory services for pollution monitoring and other chemical and physical analysis.

Co-operate with the Energy Resources Conservation Board and Forestry, Lands and Wildlife, in spill control and clean-up operations.

Annex G to Government of Alberta
Support Plan for
Dangerous Goods Incidents

TRANSPORTATION AND UTILITIES

- authorize road closures for provincial highways and other roads under their jurisdiction;
- provide special transportation resources;
- provision of barricades and personnel;
- improve roadway, determine detours and provide adequate detour signage;
- transportation co-ordination;
- assess road/bridge damage; and
- the control, closure, assessment of damages of provincial airports and airstrips.

AGRICULTURE

- advise and assist in all agricultural matters;
- provide veterinary and crop inspection services;
- provide emergency livestock feeding services;
- assess impact of dangerous goods incident on animals and crops.

LOCAL POLICE SERVICE/RCMP

- initial road closure;
- provide traffic control and security if necessary;
- assist in the implementation of evacuation and re-entry arrangements;
- provide police explosive technicians if required.

PUBLIC SAFETY SERVICES

- confirm incident specifics and provide appropriate emergency response advice and assessment;
- alert other government departments and co-ordinate response procedures;
- alert and provide updated information to all affected municipalities;
- co-ordinate emergency communications with AGT Ltd.;

- dispatch Dangerous Goods Inspector to the scene and a liaison officer(s) to emergency operations centre;
- provide advice and guidance to municipality with evacuation and evacuee reception;
- provide liaison with federal and other outside agencies;
- activate Government Emergency Operations Centre if required;
- provide emergency purchasing services;
- arrange for critical incident stress debriefings.

OCCUPATIONAL HEALTH AND SAFETY

- ensure the safety of personnel against risks at the on-site activity.

HEALTH

- provide all health information released from the emergency operations centre either by the department or health unit representative on duty;
- provide environmental health program services regarding any physical, biological or chemical hazard;
- provide advice in determining which course of action should be taken either to remain in shelters or evacuate in the event of a dangerous goods incident affecting a community or individual properties;
- provide advice and assistance in determining the need for, and scope of, evacuation;
- assist in the selection of temporary evacuation sites to ensure living conditions, food, water, sewage disposal, solid waste disposal, pest and rodent control are provided and maintained.

FORESTRY, LANDS AND WILDLIFE

- provide fixed, mobile and portable emergency communications;
- provide emergency temporary accommodation and feeding equipment;
- protection of wildlife.

PUBLIC WORKS, SUPPLY AND SERVICES

- activate the Multi-Departmental Mobile Radio system (MDMRS) as required.

OTHER AGENCIES

AGT Ltd.

- provide emergency communication services as co-ordinated by Alberta Public Safety Services;
- provide operating and maintenance personnel to ensure the continuity of emergency communication services.

FEDERAL AGENCIES

Assistance through Alberta Public Safety Services may be provided as follows:

Emergency Preparedness Canada

- assist and expedite the procurement of out-of-province/country resources;
- co-ordinate federal agencies' assistance.

Atmospheric Environment Service

- provide special current and forecast weather services.

Environment Protection Services

- provide technical advice and assist in the on and off-site monitoring of airborne and/or water borne emissions.

Transport Canada Information and Emergency Centre (CANUTEC)

- provide additional technical information on dangerous goods and communication links to international agencies.

Annex H to Government of Alberta
Support Plan for
Dangerous Goods Incidents

INDUSTRY RESPONSIBILITIES

1. Implement their Emergency Response Plan if appropriate;

2. Notify local authorities and Alberta Public Safety Services of actions being taken on response to the incident;

3. Provide chemical identity, properties and emergency medical information emergency services;

4. Provide suitable representatives to the incident scene and emergency operations centre if necessary to assist in managing the emergency response;

5. Design and implement strategy for controlling the release after review with the on scene command authorities;

6. Provide monitoring personnel and equipment;

7. Clean-up and restoration of site;

EMERGENCY RESOURCES

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